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SUBJECT: UNAMI DONOR BRIEFING PREVIEWS "EXILE" ARRANGEMENTS
FOR UN IRAQ AGENCIES

11. (SBU) Summary and Comment: At a December 9 donor briefing, UNAMI Officer-in-Charge Kevin Kennedy previewed UNSYG Annan's plans to name a new Special Representative for Iraq "within a few weeks" and divide UNAMI operations between Cyprus and Amman, with senior policy officials in Cyprus and UNAMI program officers and operational UN agencies in Amman. UNAMI's top priority is security, focused on enhancing security of UN installations and planning for the eventual re-entry of UN international staff in Iraq. UNAMI also is engaged in an Amman-based strategic planning exercise to identify reconstruction priorities for 2004. Kennedy clarified that UNAMI could focus only on reconstruction as it has not received instructions from the Security Council to explore the political roles outlined in relevant UNSCRs. UNAMI announced that the International Reconstruction Fund Facility for Iraq (IRFFI) also will establish operations in Amman, making all programming decisions here until it can deploy international staff to Iraq. IRFFI acknowledged that it will not be able to implement projects without an international staff presence in Iraq. These monthly UNAMI briefings will serve as a key exchange about UN programs in Iraq and it may be useful to arrange participation by CPA or Iraqi Ministry officials to ensure that Iraqi and coalition views are adequately represented. End summary and comment.

12. (U) The UN Assistance Mission in Iraq (UNAMI) held its first-ever donor briefing on December 9 in Amman. UNAMI plans to hold monthly donor briefings in Amman until the mission is able to establish operations in Iraq and pledged to continue the Amman briefings even if a significant part of the mission is relocated to Cyprus. Future briefings will include updates from UNSECOORD and UNHAS and will also focus on sector-specific needs.

13. (SBU) UNAMI Officer-in-Charge Kevin Kennedy reported that UNSYG Annan will issue a report to the Security Council "soon, possibly as early as today," (December 9) outlining UNAMI's mission and temporary location until operations can be established in Iraq. Kennedy also expects UNSYG Annan to name a new Special Representative for Iraq ad interim "within a few weeks." Emphasizing that he could not preview the SYG's report, Kennedy said that UNAMI would likely divide its operations between Larnaca and Amman, with the Special Representative and top policy advisers based in Larnaca, while UNAMI program officers and other UN operational agencies would remain in Amman. Kennedy added that some operational agencies, such as WFP, may also redeploy staff to Cairo, Dubai or Rome. Acknowledging security concerns about the large number of UN international staff currently in Jordan (now at more than 300, as opposed to the usual 100), Kennedy said the UN Iraq mission deployment would seek to prevent a "massive" presence anywhere in the region.

14. (SBU) Kennedy identified security as UNAMI's top priority. Current activities are focused on enhancing security at UN facilities in Iraq to ensure the safety of Iraqi national staff and plan for the eventual return of UN international staff to Iraq. UNSECOORD Officer Alan Brimelow reported that UNSECOORD is assembling a team of 19 security officers who will be located throughout Iraq, working both individual UN agencies and providing protective details to certain senior UN officials. UNSECOORD also is developing the plans required for a staged re-entry to Iraq, identifying indicators and the assessments required to resume operations in Iraq. Until security conditions in Iraq improve, Brimelow concluded, the UN will only be able to implement emergency humanitarian relief operations.

15. (SBU) Following the UN's November policy meetings in Cyprus, UNAMI is now engaged in an Amman-based strategic planning exercise. UN Development Group Strategic Planning Advisor Michael Dalton reported that UNAMI will use data collected during the UN needs assessment (conducted in Iraq from June until August 2003) to determine the UN's reconstruction priorities for calendar year 2004. UNAMI hopes to complete the first draft in early January, with a final draft ready for consultations with donors in late January. The priorities identified in the strategic planning

exercise will form the core of programs implemented under the International Reconstruction Fund Facility for Iraq (IRFFI). In response to a donor question, Kennedy clarified that the strategic plan -- and more broadly, UNAMI's overall mission -- could focus only on reconstruction programs as "current circumstances" do not permit UNAMI to explore the political role outlined in the relevant UN Security Council Resolutions. Neither CPA nor the Iraqi Governing Council have asked the UN to take over any political functions, including the constitutional or legal drafting process. Nevertheless, UNAMI will "try to be ready" in the event instructions regarding political activities are issued by the Security Council.

16. (SBU) IRFFI also plans to establish operations in Amman until it can deploy international staff in Baghdad. (UNDG Facilitation Officer Mireia Villar-Forner noted that terms of reference for the Fund will be presented at a Liaison Group meeting on December 11.) Although the core governance structure and all accounting and treasury functions will be based in New York, all programming policy decisions (e.g., where and how funds will be used) and donor coordination meetings will take place in Amman. UNAMI added that the UN Iraq country team would coordinate all programming decisions with the relevant Iraqi authorities to ensure that they are in line with overall Iraqi national reconstruction and development plans, but acknowledged that the exact structure and level of IRFFI consultations with Iraqi authorities were still "a little vague." When pressed by the Japanese, IRFFI also acknowledged that it currently had no ability to implement projects funded by IRFFI. Without international UN staff in Iraq to oversee the Fund, IRFFI "is not a position to have large amounts (of funds) disbursed" and is instead working to establish mechanisms for future disbursements. Villar-Forner added that IRFFI therefore expects donors to employ other funding options, including bilateral contributions to other agencies. Until IRFFI is able to implement projects, the fund facility will exist primarily to "maximize coordination."

17. (SBU) Comment: These monthly UNAMI briefings will undoubtedly serve as a key point for exchanging information about UN programs and priorities in Iraq. While Embassy Amman is able to report on these meetings, we do not have the in-house capacity to comment in the course of the briefings on sector-specific programs or priorities in Iraq. It may therefore be useful to arrange participation from CPA or Iraqi Ministry officials on an as-needed basis, to ensure that the Iraqi authorities' concerns and reconstruction priorities are adequately represented.

18. (U) CPA Baghdad minimize considered.
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